ate the roadless areas, identify gaps in the existing Federal wilderness system, and help describe the "ideal" system.

Then, a set of criteria relating to costs or impacts of *wilderness* designation, also shaped by the public comment, is being applied to the inventory. They include:

1. Effects on timber resources.
2. Effects on energy resources.
3. Effects on mineral resources.
4. Effects on motorized or intensive recreation use.
5. Effects on wildlife management programs.

Phase III

Using this information, a full range of alternatives will be developed for further public consideration as part of phase 3. In June, a draft environmental statement will be published describing and analyzing the alternatives, including the extremes of adding "all" or "none" of the roadless areas to the *wilderness* system.

The draft environmental statement will contain a general description of the present Federal wilderness system, the roadless areas in the National Forest System, and the several alternatives. Geographic supplements to this national draft statement will provide specific information on each of the roadless areas, State by State. With the issuance of the environmental statement and geographic supplements in June, the second round of public involvement will begin. It will continue through the summer to allow ample time for comment and for actual visits to individual sites for those who wish to make them.

Then, the final stage of RARE II—decisionmaking —will begin.

All areas in all the alternatives will fall into one of three categories: (1) Those that should be recommended to Congress for *wilderness* designation; (2) those that should be managed for nonwilderness use; and (3) those on which decisions should be deferred to allow additional planning for all options. The last category will include areas on which available data are insufficient, or on which further analysis of tradeoffs must be made to draw sound conclusions, or on which a reasonable consensus cannot be reached.

Phase IV

The second round of public responses will provide additional information needed to reach decisions on the highest and best uses for these millions of acres of roadless National Forest lands.

The final environmental statement, to be issued by January 1979, will display these decisions. It will recommend areas to be added to the National Wilderness Preservation System and it will also identify areas that will thereafter be available for nonwilderness purposes. It will record the benefits and costs of the land allocation decisions. And it will describe the public responses and how they were used.

Although this Roadless Area Review and Evaluation is being conducted as a high-priority and accelerated component of Forest Service land management planning, it will probably not result in recommendations for allocation of *all* roadless and undeveloped areas. Those that fall into the "uncertain" category will be considered further by conventional land management planning and study methods.

The goal will be to present the Administration's recommendations for *wilderness* additions to the first session of the 96th Congress, which convenes in January 1979. The decisions on the remaining categories (nonwilderness or further study for all options) may be implemented under existing authority and without further Congressional action.

As mentioned before, this entire process is focused on National Forest System lands, but every effort possible is being made to coordinate the decisionmaking with the present and potential wilderness situation on other Federal lands. The National Park Service has already recommended wilderness for 11.9 million acres, and the Fish and Wildlife Service has proposed another 7.2 million acres on land it administers. The Bureau of Land Management is just beginning its review process, and it is estimated that perhaps as much as 145 million acres will be included in its inventory.

How You Can Help

The decisions to come out of the RARE II process are important to every citizen. Because of this, we hope you will first obtain and study the documents to be issued in the next few months; then tell us how you believe these lands of yours should be managed in the future. This is your opportunity to help us—and Congress—reach sound decisions on a major matter of public policy.

Remember, the timetable is as follows:

June 15, 1978—Release of draft environmental statement
June 15 to October 1, 1978—Public involvement period
December 1978—Release of final environmental statement
January 1979—Administration recommendations for *wilderness* additions submitted to Congress.

Any of the Forest Service offices in the following listing will be glad to provide more information, answer your questions, and welcome your comments.

LIST OF FOREST SERVICE OFFICES

National Office
Forest Service
South Agriculture Building
P.O. Box 2417
Washington, D.C. 20013
Telephone: 202-447-3760

Northern Region
Federal Building
Missoula, Mont. 59801
Telephone: 406-329-3771

Rocky Mountain Region
11177 W. 8th Avenue
P.O. Box 25127
Lakewood, Colo. 80225
Telephone: 303-234-4185

Southwestern Region
517 Gold Avenue, S.W.
Albuquerque, N. Mex. 87102
Telephone: 505-766-2444

Intermountain Region
324 25th Street
Ogden, Utah 84401
Telephone: 801-399-6176

California Region
630 Sansome Street
San Francisco, Calif. 94111
Telephone: 415-556-1932

Pacific Northwest Region
319 S.W. Pine Street
P.O. Box 3623
Portland, Oreg. 97208
Telephone: 503-221-2971

Eastern Region
633 W. Wisconsin Avenue
Milwaukee, Wis. 53203
Telephone: 414-224-3640

Southern Region
1720 Peachtree Road, N.W.
Atlanta, Ga. 30309
Telephone: 404-881-4191

Alaska Region
Federal Office Building
P.O. Box 1628
Juneau, Alaska 99801
Telephone: 907-586-7282

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RARE II

A Quest For Balance In Public Land Use

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U.S. Department of Agriculture
Forest Service
FS—320

RARE II
A Quest For Balance In Public Land Use

RARE II?

It's an acronym for a second generation "Roadless Area Review and Evaluation" of land in the 187-million-acre National Forest System.

Your next questions might be: What is a roadless area? And why should roadless areas be reviewed?

"Roadless areas" in this instance are areas in the National Forest System owned by the American public, which don't yet show significant marks of human development—roads, buildings, evidence of tree culture. And they need to be reviewed because public decisions should be made soon about how they will be used in the future. Being National Forest System lands, the choices are many. They might be managed for wildlife, wilderness, mining, timber harvesting and planting of new trees, campgrounds, or ski areas—or combinations of these and other uses.

Because of these many choices, the roadless areas have become the center of a national environmental controversy. Some people believe all or most of these millions of acres should remain untouched as part of the National Wilderness Preservation System. Others think some or all of them should be opened up for development to meet the growing needs of the Nation for lumber, developed recreation, and readily accessible energy and other types of minerals. These differences of opinion have slowed decisionmaking machinery for management of the roadless portions of National Forests and National Grasslands.

RARE II is designed to help settle that debate as quickly as possible. You can help.

BACKGROUND

However, a little background is necessary before we go into that.

First of all, it should be emphasized that *wilderness* has a special meaning in the context of the present discussion. It's necessary to explain this because the word "wilderness" has many meanings to many people. To some, it is Yellowstone National Park or a barren expanse in the Mojave Desert in California. To others, it is Central Park in the heart of New York City or their nearby community park. So, it might be said that "wilderness" is simply a state of mind, varying with the experience of the beholder.

But the *wilderness* described in this brochure has a special distinction. It is an area of undeveloped Federal land which meets certain criteria described in the Wilderness Act of 1964. It is located within certain National Parks, National Wildlife Refuges, and units of the National Forest System, as well as within public domain lands administered by the Bureau of Land Management. Only Congress may classify this *wilderness*.

The National Wilderness Preservation System now contains 16.6 million acres, of which 14.8 million acres (89 percent) are in the National Forest System.

The story of these specially designated *wildernesses* began back in 1924, when the Forest Service in the U.S. Department of Agriculture decided it should manage *wilderness* as one of the many uses to be made of the National Forest System. It established the first of these that year—the Gila Wilderness in the Gila National Forest in New Mexico.

The purpose was to keep some parts of the Nation's forests in the condition in which mankind had found them, both as scientific benchmarks against which civilization's works could be compared and as recreational refuges for people who wanted to get away from the stresses of civilization for a little while. During the next 40 years, the Forest Service administratively established more of these areas, mostly in the West, from which evidences of human technology and development were substantially forbidden. People could visit, but their machines and conveniences had to be left behind. They had to become a part of nature, rather than a dominant force over it.

In 1964, this *wilderness* concept became national policy when Congress established the National Wilderness Preservation System that incorporated the 9.1 million acres already set aside by the Forest Service over the previous four decades.

The Wilderness Act specified that within *wildernesses* there will be no roads, no timber harvesting, no structures or installations, and no use of motor boats or landing of aircraft. While there are limited exceptions to these prohibitions, particularly situations involving emergencies and safety of visitors, the clear intent is that in *wildernesses,* nature predominates and man is merely a visitor who comes and departs on nature's terms.

That answered one question—Should the Nation have a policy to set aside areas that would remain forever wild? But it also shifted the national debate to a different issue. The new questions were: How much public land should and can be devoted to achieving an "ideal" *wilderness* system? What is an "ideal" system for the Nation? How much wilderness can the Nation afford without threatening the flow of goods and services, such as lumber, energy minerals, and developed recreation for a growing population?

The costs, as well as the benefits, needed thorough analysis and evaluation before these questions could be answered.

That's where RARE II came in in 1977.

The major focus of controversy was the "land of many uses," the National Forest System. The Department of the Interior's Wildlife Refuges and National Parks could lay out recommendations for *wilderness* areas without serious conflict over major development activities, because these activities were severely restricted by the laws already in force on refuges and parks. But the competition for uses of National Forest System lands was intense, particularly for those roadless and undeveloped lands which made up at least a third of the System. The allocation of uses of these lands was taking place at a deliberate pace, on a unit-by-unit basis, with the goal of finishing it by 1983.

But that just wasn't fast enough!

And the conflicts over almost every unit of roadless and undeveloped National Forest System land made even the 1983 date an unlikely target for completion of orderly land management planning.

RARE II INSTITUTED

RARE II was instituted to break the impasse by speeding up resolution of the controversy on a methodical national scale.

It will insure that highly qualified roadless areas in the National Forest System will be selected and recommended to Congress for *wilderness*. Equally important, it will allow the selection and allocation of other land for nonwilderness uses, such as recreation facilities, wildlife habitat improvement, timber growing and harvesting, energy development, roadbuilding, and other developmental activities. What's more, as many of these decisions as possible will be made by the end of 1978.

The process started in early 1977 when the Administration made a commitment to take a comprehensive overall look at the roadless area situation in the National Forests. In a matter of weeks, the Forest Service launched a new inventory and evaluation of roadless and undeveloped areas for all 154 National Forests and 19 Grasslands. Since it was built on a less extensive 1973 effort titled RARE, the new initiative was called RARE II.

Phase I

The first phase of this accelerated planning effort was completed in the fall of 1977 after a massive involvement of the public. The public was asked to review the new inventory of roadless and undeveloped areas; to suggest additions or deletions; and to suggest criteria which should be used to evaluate these areas for *wilderness* or nonwilderness use. (During this phase, no request was made for recommendations on whether or not any of the areas should be designated *wilderness* or devoted to other uses.)

More than 50,000 persons responded and offered comments and suggestions, including 17,000 who attended 227 public workshops held nationwide.

The public's review of the preliminary inventory and criteria was then used to compile an updated inventory which was announced in November 1977. This inventory represented the available areas within the entire National Forest System that have *wilderness* potential. The list encompassed 1,920 roadless areas totaling 65.7 million acres (almost equal to the size of Arizona). Of these, 305 areas encompassing 2.3 million acres, are in eastern National Forests; 19 areas, totaling 303,000 acres, are in the National Grasslands. There were exceptions: Areas that, for example, were already committed to contractual agreements, or on which final environmental statements had been filed on completed land management plans were not generally included. Even with these exceptions, however, resource development activities were deferred on 34 areas (700,000 acres) that have been allocated for nonwilderness use through the land management planning process. Their *wilderness* values are being reconsidered with all other inventoried areas during the evaluation phase.

Phase II

Public response to the inventory phase of RARE II helped identify all roadless areas in the National Forest System and provided valuable information to assist the agency in establishing criteria for evaluating the inventoried areas.

In addition to the public comment, the selection of criteria was based on discussions with wilderness management professionals, analysis of writings of wilderness authorities of the past and present, and application of professional judgment.

The Forest Service concluded that four major measurable characteristics should be used to determine the character and scope of a quality National *wilderness* system. They are:

1. Representation of major landforms, such as the northern Rockies, the Appalachian Highlands, etc.

2. Representation of the Nation's major ecosystems.

3. The presence of certain wildlife, such as the loon and the fisher, which the public perceives as being associated with *wilderness*.

4. Distribution of *wilderness* for better accessibility to the Nation's population.

These four criteria, together with scientific and educational attributes, are being used to evalu-